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AUTHOR

Davis, J. Clark

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ABSTRACT

The project has initiated a reorganization of the administrative structure of at least a portion of the Department of Education. Following a description of the project, the document presents a job description for the director of a division of planning, research, and evaluation; and lists the tasks and responsibilities of the planning, research, and evaluation components of the division. In addition, the report summarizes the content of a series of workshop meetings with key personnel on the subjects of accountability and management by objectives. (Author/DN)



FINAL REPORT

PROJECT NO. 2-B-002 GRANT NO. OEG-2-22B002

DR. J. CLARK DAVIS DEPARTMENT OF EDUCATION CHARLOTTE AMALIE, ST. THOMAS, V.I. 00801

DEVELOPMENT OF A PLANNING AND EVALUATION DIVISION WITHIN THE DEPARTMENT OF EDUCATION, VIRGIN ISLANDS

SEPTEMBER, 1973

U.S. DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE NATIONAL INSTITUTE OF EDUCATION

(REGIONAL RESEARCH PROGRAM)



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U.S. DEPARTMENT OF
HEALTH, EDUCATION, AND WELFARE
NATIONAL INSTITUTE OF EDUCATION



FINAL REPORT

OF THE

VIRGIN ISLANDS DEPARTMENT OF EDUCATION PROJECT:

DEVELOPMENT OF A PLANNING AND EVALUATION DIVISION WITHIN THE DEPARTMENT OF EDUCATION, VIRGIN ISLANDS

Project Director: Dr. J. Clark Davis

Contracting Agency: Department of Education, Virgin Islands

Amount of Federal Funds Requested: \$10,000

Proposed Beginning and Ending Dates: July 1, 1971-June 30, 1972

A. Purpose

The purpose of the proposed research was to lead the staff of the Department of Education in its development and implementation of a conceptually sound and fully operating Planning and Evaluation Division.

B. Procedures

Initially, there was a preliminary period of study by the research staff with the assistance of the Department of Education staff, of existing educational programs and projects; of significant present and impending problems of education for the Islands, and of staff relationships and functioning within the present school organization. There followed period of consideration of the processes for effective cooperative planning and evaluation of educational programs operation elsewhere in contemporary educational systems. Finally there was a third period during which there was coperatively developed an organizational plan, with becinning



staffif requirements, for a Division of Planning and Evaluation within the Department of Education.

C. <u>Contribution</u>

As a result of the cooperative study of the needs, structure, and procedures for educational planning and evaluation, the staff of the Department of Education now understands, accepts and appears anxious to participate in the operation of a new division within the Department.



STATEMENT OF PROBLEM

In the 1970 Virgin Islands Joint State Management Review one of the important concerns was that of an improved program of planning and evaluation within the structure of the Department of Education. The following excerpts from that report succinctly describe the need.

Planning and Evaluation

Definition

<u>Planning:</u> A series of activities involving assessing needs, identifying problems, establishing priorities, examining alternative solutions, selecting possible approaches, and formulating action programs, including strategies for their evaluation, to achieve specified goals.

Evaluation: Continuous process for determining extent to which management and program objectives are being achieved, using measures of efficiency and effectiveness.

Findings and Conclusions

Structure

A formal program planning and evaluation structure had not yet been established within the department either on a central-ized or decentralized basis. No formal coordinating unit with departmentwide responsibilities for planning or evaluation existed at any level within the department.

The responsibility of coordinating planning and evaluation efforts on a departmentwide basis had not been assigned. To some extent, however, the insular superintendents acted in this capacity. Planning and evaluation activities were coordinated across granizational lines primarily by the use of ad hoc committees or

risk forces organized informally by program directors as they were confronted with planning or evaluation tasks. Some coordination was accomplished through infrequent staff meetings at the executive level and with operating divisions. For the most part, though, coordination of planning and evaluation that did occur was brought about informally at the initiative of individual program directors.

Operational program planning and evaluation was achieved by the directors of the various State and Federal programs. There was, however, no staff within these operating units specifically designated as program planners or evaluators. With the exception of the Headstart program, vocational rehabilitation, and higher education, all operational planning and evaluation authority for education rested with the Department of Education.

Despite the absence of a formal coordinating agency for education on a Statewide basis, some informal liaison between the Department of Education and other State agencies concerning various educational programs was underway. This liaison, likewise, had been at the initiative of individual program directors.

Processes and Activities

The Department had earlier developed and adopted a statement of educational goals. These goals were developed by various committees involving the educational community and consultants. The Department had not systematically analyzed its activities in terms of those goals nor had the several operating divisions within the department developed program objectives consistent with those goals. Evaluation in terms of clearly stated program objectives



had been impossible in most cases, because written objectives of progress had not been completed. Generally, there seems to have been no systematic procedure for evaluating departmental programs on a routine or regular basis except for those Federal programs which required evaluations.

Where required by Federal regulations, program goals and objectives for the various federally assisted programs had been set forth in State and local project plans. Several comprehensive educational needs assessment studies, including the New York University study and the ESEA Title III needs assessment, had been conducted in recent years. In addition, a number of limited needs assessment efforts for Federal and some State programs had been carried out.

These needs assessment efforts, however, had not been systematically employed as a basis for comprehensive educational planning by the department. Several Statewide priorities for meeting educational needs had been declared—in reading and communication skills and in school plant facilities. But again, there appeared to be little systematic effort toward analyzing departmental activities in terms of these priorities and redirecting effort toward meeting these priority needs.

Program evaluations were typically accomplished by program directors (sometimes with the assistance of <u>ad hoc</u> committees) on a rather informal basis. Instrumentation was not frequently used in such evaluations nor were specific evaluative criteria set. The evaluations seemed to be frequently based on the subjective "feelings" the program director and teachers had toward the program rather than on more objective indices of output. This has

evidently grown out of the absence of trained program evaluators within the department and more importantly because of a lack of time by program administrators carefully to plan and execute evaluation strategies.

Scope of Planning and Evaluation

The department typically has planned and evaluated its programs in terms of one-year cycles. There has been little multi-year or long range educational planning in evidence except when required by Federal law, e.g., vocational education.

In terms of scope of authority, the department clearly enjoys broad planning and evaluation powers encompassing most of the educational system. As indicated above, only Headstart, vocational rehabilitation and higher education fall beyond the Department's planning and evaluation authority.

Impact_of Planning and Evaluation Efforts

In a general sense, departmental planning and evaluation efforts had not appeared to have resulted in substantial changes in departmental operation and direction. Program budget decisions seemed little influenced by evaluation efforts nor did budget decision-makers appear to be aware of current planning efforts. This indicated a genuine lack of communication among program planners and evaluators at the operational level and the executive decision-makers at the departmental and governmental levels.

In summary, while little formal program planning and evaluation had been accomplished by the department, what had been done in these areas did not appear to be taken seriously into account in the decision-making process.



Rosources

Prior to the initiation of this project the department had no persons assigned specifically as planners or evaluators. This is not to say that persons in the department did not occasionally act in planning and evaluation capacities. However, the demands of routine program administration left little time to program directors for accomplishing planning and evaluation functions.

No state funds were allocated or utilized specifically for planning purposes in the department. Although Federal administrative grants could be utilized to fund planning positions, this had not been done. Title IV, Section 402 funds were available to the department to support planning and evaluation activities.

Purpose of the Proposed Investigation

The purpose of this project was to further implement the recommendations of the 1970 Management Review Report. Since 1970 the Department of Education had been studying those recommendations.

Participation in the Interstate Cooperative Study of Region
III had assisted in this effort and some proposals had been made
by a staff committee under the chairmanship of Mrs. Gwendolyn Kean,
Insular Superintendent.

However, during all of this period the Department of Education had been understaffed administratively, both because of limited funds and unfilled positions. No direct staff assignment was possible for continuous work on the problem and recommendations for improved planning and evaluation.



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plementary staff to the Department to move more rapidly toward the fulfillment of the recommendations. The plan finally developed, however, was not one by outsiders; but rather one which sought full and continuous participation by members of the Department of Education staff. This was a crucial component necessary to make the project both meaningful and worthwhile.

Pr**o**cedur**e**

The procedure incorporated a three-stage enterprise. The first stage consisted of a comprehensive study by the research staff of the existing educational programs and projects of the Virgin Islands. This required study of printed materials, and staff conferences. Any existing statements of objectives for the total educational program or parts of it, and all evaluative data concerning educational programs and projects outcomes were carefully assessed. All of this served as a backdrop for the next two phases of the study.

The second phase of the study consisted of an appraisal by the Department of Education staff, with the guidance of the Research staff, of existing programs elsewhere for educational program planning and evaluation. Considerable materials had already been collected by the Department of Education staff. Several staff members had studied various aspects of systems approach and newer techniques of management by objectives. Still other materials were secured, but more importantly, all of these materials were carefully studied by the staffs cooperatively to

determine their applicability and present and future yearulpess for the Virgin Islands educational program.

The third stage was clearly the most important one of the three. It represented the culmination of the first two: the development of a departmental administrative organization structure with a Division of Planning and Evaluation appropriately included. Immediate and ultimate staffing plans have been developed in recognition of limited initial resources. Job functions and relationships have been involved in specified written form. Since planning and evaluation pervades the entire administrative structure, this in effect required job specifications and roles of other staff to be more clearly defined and spelled out in writing. It is hoped that the pattern of operation developed will prove to have important corollary values. It should provide a model of proper procedures for staff-wide planning enterprises.

<u>Analysis</u>

Analysis of the data generated was largely subjective. Yet the results of the project are highly tangible. The project has successfully initiated a reorganization of the administrative structure of at least a portion of the Department of Education. In the final analysis the success of this project will be gauged by the extent to which a constantly improving process of educational program planning and evaluation emerges in the years just ahead.



Job Title: Director

Tasks and Responsibilities:

- 1. Plan, administer and provide leadership to activities and personnel of the Planning, Research and Evaluation Division.
- Recommend appointment, assignment and termination of Division staff.
- 3. Supervise and evaluate performance of Division staff.
- 4. Assign specific responsibilities to Division staff.
- 5. Deliver talks at gatherings of both professional and lay groups to clarify the functions and purposes of the Division of Planning, Research and Evaluation.
- 6. Recommend to Assistant Commissioner the priority of tasks to be accomplished within Divisional budget request.
- 7. Develop a communication procedure within both the Division of Planning, Research and Evaluation and the Department of Education to insure that all professional personnel are aware of Divisional activities.
- 8. Review and approve all documents, reports and other materials developed by Division personnel.
- 9. Establish a strategy for maintaining quality control for all work undertaken by the Division.
- 10. Develop a strategy for monitoring Division activities so that data are continuously available to indicate the progress made to date on each task undertaken.
- 11. Develop a procedure for scheduling the major activities of the Division on a basis of time start and completion, utilizing PERT or some comparable system.
- 12. Develop a Divisional budget as well as cost estimates for various tasks and projects.
- 13. Write major project reports for the Division of Planning.
 Research and Evaluation.
- 14. Develop planning and evaluation methodologies for Divisional tasks and assignments.
- 15. Select the general statistical procedures to be employed in the evaluation of Divisional projects.



- 16. Interact directly with other Department of Education personnel concerning the development, progress and outcomes of Divisional projects.
- 17. Draw appropriate conclusions and point out implications of projects based upon analyses of data.
- 18. Provide imm ate feedback to other Department of Education personnel from project outcomes to enhance the quality of their decisions.
- 19. To render appropriate research-oriented assistance to personnel of the Department of Education in aiding the latter select their specific goals and objectives.
- 20. Work out alternative strategies for achieving Department of Education goals and strategies.
- 21. Identify and evaluate available resources for support (i.e., human, financial, governmental, and material).
- 22. Encourage, develop and utilize computer and/or electronic media for data analysis.
- 23. Work out a consistent format for reporting research, planning and evaluation information.



RESEARCH AND STATISTICAL COMPONENT OF PLANKING, RESEARCH AND EVALUATION DIVISION OF THE DEPARTMENT OF EDUCATION

Tasks and Responsibilities:

- Plan, administer, and provide leadership to R & S Component activities.
- 2. Prepare special reports for (and act as special consultant of the R & S Component to) the Planning, Research and Evaluation Division Director.
- Develop budgets for tasks or projects.
- 4. Assist in writing project reports.
- 5. Determine constraints to Research and Statistical Component problem solutions, such as time, money, personnel, etc.
- 6. Draw implications from the results of prior research studies.
- 7. Organize R & S data for analysis.
- 8. Assist in establishing priorities of work for the R & S Component on a long and short term planning basis.
- Aid in developing statement of proposed project objectives into behavioral terms.
- Assist in developing strategies for research project implementation.
- 11. Interpret, evaluate, and synthesize literature relevant to identified project proposals.
- 12. Identify appropriate research methods for project proposals.
- 13. Select appropriate techniques, specify data or evidence necessary for project measurement and provide a valid test of project objectives.
- 14. Schedule project proposal activities and/or use PERT scheduling or similar processes.
- 15. Write literature surveys, critique other reports, and prepare summaries of relevant information.
- 16. Write interim, status, or periodic reports for the P.R.E. Director.



- 17. Work with Dopartment of Education personnel upon approved priority requests to provide aid in pulling together project proposals.
- 18. Select appropriate techniques to analyze data.
- 19. Provide immediate feedback to P.R.E. Director for dissemination of required or requested statistical data.
- 20. Provide demographic, student information and economic analyses upon request for the P.R.E. Director.
- 21. Write instructions for computer programming and work in liaison with the computer center.
- 22. Organize information, which is in the form of abstracts, reviews, interpretation papers, journal articles, microfiche, hard copy of reports, or books in a manner suitable for use by P.R.E. Director and the Department of Education.
- 23. Review, analyze, and/or synthesize ERIC and other appropriate materials to meet information needs resulting from pre-identified problems of targeted user groups within the Department of Education.
- 24. Acquire and organize materials generated within the Department of Education that are needed for use within the Territory.

EVALUATION COMPONENT

(Characteristics of Component Specialist)

Tasks and Responsibilities:

- 1. Plan, administer and provide leadership to evaluation component program activities.
- 2. Apply appropriate designs to evaluation studies.
- 3. Provide sufficient evaluation information to the appropriate decision-maker to enable him to decide whether to continue, modify, or terminate the activity or process evaluated.
- 4. Select the format for describing the outcome of the evaluation.
- 5. Identify the population to which evaluation results should be directed.
- 6. Use appropriate sampling techniques to draw the sample for evaluation.
- Analyze and interpret data by using frequency, correlation coefficients, simple tests of significance of differences and other statistical procedures as indicated.
- 8. Construct questionnaires and other Research instruments.
- 9. Develop needs assessments strategies.
- 10. Develop self-evaluating techniques appropriate to school, district and Department of Education programs.
- Assist Department of Education personnel in providing adequate evaluation techniques for projects or programs.
- 12. Assist personnel with priority program evaluation at both district and school level.
- 13. Assist in developing and maintaining accountability system for Department of Education.
- 14. Assist in developing evaluation section of school, district, or Department of Education project proposals.



A LOOK AT ACCOUNTABILITY

As part of its contractual obligation to the Department of Education the consultants held a series of workshop meetings with key personnel to review the many facets of accountability. The following summarizes much of that work.

I. DEFINITION OF ACCOUNTABILITY FOR THE VIRGIN ISLANDS EDUCATION DEPARTMENT.

In defining accountability for the Virgin Islands Education Department it means the Education Department must be held responsible for the accomplishment of its objectives that are measurable on a timeline basis.

II. ASSUMPTIONS.

In summarizing the philosophy and educational goals of the Virgin Islands we must establish a system that can deliver a program that produces the goals of developing each individual student's ultimate potential of human worth and dignity.

The Department of Education must be held accountable for the progress of students. According to Dr. G. Sorenson the need is to develop progress measures and instructional procedures appropriate to the progress methods, and develop operations for showing that measured progress in students is the result of our instructional program.

The Department of Education must have a comprehensive information system that can produce data in order to begin making decisions based on facts instead of on subjective reasoning.

III. MISSION OR MAJOR PURPOSE.

The main reason for considering accountability is due to the rapid growth of the student population the Islands have acquired during the last decade. The personnel of the Education Department realize that they cannot function as effectively as they once did and be responsible to the public. As a result, a number of studies are being conducted to assist the personnel in improving their techniques.

The cost of education has risen sharply over the past ten years. The Department needs a system that can show what its objectives are, and the methods, resources and measuring techniques needed to achieve and be accountable for these objectives.



With the establishment of a syntom of ancountability the Department can justify its requests for resources and stand a better chance of receiving the resources needed.

IV. ROLES - RESPONSIBILITY - AUTHORITY.

Through the establishment of the Division of Research, Planning and Evaluation the Department has indicated its desire to improve on its system.

The possibility of reorganization of the Department is a certainty. Responsibilities, roles and authority will not be final until the reorganization is completed.

Depending on the completion of staffing for the Division of Planning, Research and Evaluation it will take responsibility of the planning phase of the accountability system.

<u>Phases</u>

- Establishment of Division of Planning, Research and Evaluation (PRE) - completed.
- 2. Acquiring Director and Consultant of PRE completed.
- 3. Conduct Needs Assessment completed.
- 4. Investigation of Management Systems completed.
- 5. Writing of performance objectives by Department and Division Heads for priority references completed.
- 6. Design model for indicating responsibilities completed.

V. NEEDS ASSESSMENT.

The EPIC Diversified System Corporation was chosen as the agency responsible for conducting the Needs Assessment.

EPIC will conduct the assessment in three phases in order to determine learner and educational needs.

- Phase I Identification and documentation of priorities.
- Phase II Identification and documentation of learner cognitive, affective, and psychomotor objectives.
- Phase III Development of related educational programs.



The three phases of the Heeds Assessment were accomplished by completing the following steps:

- Step I A system must be used to establish goal priorities that involve concerns of community, educators and students.
- Step II Learner goals must be generated from the documented concerns.
- Step III Performance objectives must be developed relative to goal priorities.
- Step IV Procedures for collecting and analyzing valid information relative to the performance objectives must be implemented.
- Step V Determine learner needs.
- Step VI Rank learner needs.
- Step VII Survey resources available to eliminate learners needs.
- Step VIII Determine educational needs.
- Step IX Develop educational program.

VI. SPECIFIC OBJECTIVES.

- A. Data was gathered on the influx of alien children who are causing a rapid annual increase in Island school population.
- B. Develop a system for improving the communication both between the Department of Education and other agencies and within its own divisions.
- C. Stimulate a departmental reorganization which properly assigns responsibilities and authority.
- D. Design and establish a Data Bank for the gathering, storing, retrieval and dissemination of educational data and information.
- E. Prepare for Island-wide achievement testing with establishment of reliable norms and standards.
- F. Work out specific plans for the full use of available facilities including a feasibility study for the year-round school.
- G. Analyze the extent and evident causes of basic skill disabilities--especially with respect to reading.



- H. Assemble a Department Policy Fandbook which codifies laws, directions, and regulations pertaining to education.
- I. Study the extent of professional staff turnover detailing causes and implications and proposing means of reducing such charges.
- J. Catalog and classify all instructional equipment and design a means by which it can be made maximally available.

VII. ROLE OF COMPREHENSIVE PLANNING.

The comprehensive planning will lead directly to a working Planning and Evaluation Division for the Virgin Islands Department of Education.

VIII. STUDENT ASSESSMENT.

Preliminarily, the students will be assessed through the use of the Needs Assessment. The Needs Assessment is a continuous cycle with refinement which will be a benefit to establishing a comprehensive student assessment system.

The PRE Division will work very closely with the Pupil Personnel Division in initiating and conducting the assessment. Both divisions are in the process of planning to establish a revised testing program for all schools.

By testing efficiently the Department should have information available to make decisions concerning programs and establish performance standards for the children of the Virgin Islands.

IX. TECHNICAL ASSISTANCE.

The main assistance that the Department of Education receives is in the form of consulting firms, either private or Federally funded. Because of the limited resources to tap from, the Department of Education will probably have to continue to go outside the Virgin Islands to get assistance.

In the process of establishing an accountability model the Department is getting the following assistance:

- 1. Sierra Planning/Research Associates
- 2. EPIC Diversified System Corporation
- 3. Management Assessment System
- 4. Interstate Project participation



Before there have been a number of implementation probclems on the findings made by the different studies conducted on the Islands.

X. PUBLIC REPORTING.

The Department of Education has a Public Information Division which has begun working closely with the PRE.

The Public Information Division disseminates information through the following medias:

- 1. Education Newsletter
- 2. Local newspaper
- 3. TV
- 4. Radio
- Public meetings

There is a specific need for interdivision communication improvement which will be analyzed during the year 1972.

As a consequence of the August 1972 meeting with Sierra Planning, the broad problem of communication was identified as a principal issue to be dealt with by the Division of Planning, Research and Evaluation.

XI. SCHEDULE OF WORK.

The Needs Assessment is very important for the implementation of accountability in the Department of Education.

With the completion of the Needs Assessment the Department knows where it is and then can make decisions on where it wants to be.

The major effort of (PRE) will be working in coordination with the Needs Assessment Project in refining the accountability system. The assessment will generate data that is essential before any decisions can be made concerning programs, budget, location, etc.

As a result a short range plan is to develop an accountability system while working closely with the Needs Assessment Project and refining as it is in operation. Long-range planning would begin at the end of the Needs Assessment before recycling begins.

XII. BUDGET.

A budget is now being developed for approval to operate the Planning Division.



MANAGEMENT BY OBJECTIVES

Another undertaking of the consultants was to lead a work-shop of key personnel of the Department of Education in a full consideration of the many implications surrounding the administrative concepts of Management by Objectives. The workshop not only explored the concepts in some detail but also afforded personnel direct practice in writing individual management objectives. Some of the general outcomes are noted below:

Definition

Management by Objectives (MBO) is a process in which members of the Interstate Committee and Department of Education Planning and Evaluation Division (PED), working with each other, identify common goals and coordinate their efforts towards achieving them. MBO should emphasize direction towards the future and change. The emphases of the MBO program should be: (1) Where is the PED going?; and (2) How will it get there?

One of the major functions of MBO is to bring about a cohesive organization of objectives at all levels so that they are structurally able to support one another. The objectives that are established for the PED will serve as the bases for determining its activities.

What are Objectives?

Objectives are statements of specific accomplishments expected of each individual in a specific period of time so that they are structurally able to support one another. The



objectives that are established for the PED will serve as the bases for determining its activities.

What are Objectives?

Objectives are statements of specific accomplishments expected of each individual in a specific period of time so that the work of the whole PED staff is meshed into a smoothly running operation at a particular moment of time. Each staff member, therefore, has a known accomplishment to make leading to the total accomplishment expected of the PED. When the accomplishment is performed and well done, it is established that each staff member knows exactly what is expected of him or her. When the accomplishment is barely met, then delegation of authority is weak and there is a division of thinking on what the goals and objectives are at different levels of labor.

What is Management?

According to some consultants on management theory, there are five management functions--planning, organizing, staffing, directing, and controlling. These five items can be described as follows:

<u>Planning</u>

Basically, a decision-making problem which involves choosing among various alternatives. It is the function of selecting appropriate policies, programs, and procedures to meet the desired goals of the organization.



<u>Organizing</u>

After the programs and procedures are selected, activities to achieve the program objectives are determined, groups of activities are formed, and the groups are assigned to departments. The department heads (managers) are delegated the authority to carry out the assigned activities. Thus organization deals with systematic determination and allocation of activities to the prescribed departments.

Staffing

Staffing is the managerial function that comprises the necessary activities in manning and keeping manned the positions provided for by the organization structure.

Direction

Involves guiding and supervising subordinates.

Control

Basically an evaluative function; serves to compel information to plans of action.

Although the five functions are listed and described separately, it should be remembered that they are not independent activities; nor is the exact time sequence implied.

Management deals with many things. There is the manager's span of control, that is, how many staff can he manage. The answer usually is he can manage as many people as he can set goals for with reasonable accuracy, can measure results for and secure acceptance for both functions. Management also defines what kinds of people a manager can supervise in terms of his

knowledge as contrasted with those who work for him. Management is a system wherein a manager can manage persons of any level of competence and education, provided he knows enough about their work to be able to define accurately what goals they should have and how their achievement should be measured in terms of these goals.

Management must diminish the complex problem of communication by giving first priority to the communication of job-related information and treating the communication of goals and results to be achieved as the primary communication problem.

Most good work in management aims at accomplishing some specific end, achieving a particular goal, solving a particular problem, or reaching some predetermined point. The definition of specific objectives for the total PED, the various components, and for the individual staff members within the components are the logical starting for management improvement because:

- 1. If you don't have a goal, you have no idea whether you are on the right road or not.
- You cannot assess results without some prior expectations against which to measure them.
- 3. You don't know when things are drifting if you are not clear what goal would comprise non-drifting action.
- 4. Maximum effectiveness cannot be determined if they don't know what goals the PED is seeking and why, or how well they are doing in relation to those goals.

To be a good manager you must delegate by results. You tell a staff member what he is to accomplish and let him work out his approach and methods. If you plan his work, he is not developing the self-control he needs to grow, nor is he going to be very committed to the Project. He is just carrying out the routine that the manager has established. But, if the staff are allowed

to be heavily involved in the planning, their commitment will be made and they will be learning to accept responsibility and act on their own initiative.

Good management delegates authority. Delegation is a key word in management, and almost everyone, even the autocrat, thinks he delegates authority. But many managers really don't know how to delegate. By utilizing management by objectives it becomes easy to delegate a great variety of functions. The manager must be sure that:

- 1. Objectives developed by his subordinates contribute meaningfully to the objectives of the organization, such as the PED.
- Objectives are challenging and as specific and measurable as possible.
- 3. They must be reviewed periodically by management and staff, and the individual staff member must be advised as to the progress he is making.
- 4. Evaluations are based on the ability to meet or exceed the previously mutually established measurable objectives. Evaluations must distinguish between levels of individual staff performance.
- 5. A reward structure must be developed to provide: promotion practices, in-service training and development, recognition through some type of praise and salary compensations. With such rewards staff will be motivated to carry out delegated responsibilities.

The following model by Stephen Knezevich depicts a sequence of activities that should occur in the MBO system. Actually each staff member should develop this sequence of activities to carry out the achievement of his objectives. How he operates, how he implements and how he monitors what he is doing is the key to how well the PED MBO system will function.



MBO MODEL (Management by Objective)

Statement of Objectives in Precise Measurable Terms

Assignment of Responsibility for Achievement of each Objective

Objective A

Objective B

Objective C

Determination of Alternative Strategies

Selection of Operational Strategy

Strategy for Implementation

Monitoring of Operations

Evaluation and Auditing of Results

Recycling and Redevelopment of Objectives

Concluding Statements

The MBO system has certain advantages. These are:

- Those objectives which the individual staff member sets for himself are tied closely to his immediate activities and to the objectives of the PED, and in fact contribute directly to them.
- 2. Top management is involved in the objective setting process. This fact will have a favorable effect on all PED staff in that they know the direction that top management wants the organization to take. Then the staff is in the position to assist management in defining goals and assuming responsibilities. The channel of communications is automatically opened by this concept of management by objectives in that downward dissemination of objectives is basic and upward suggestions are encouraged. The individual feels a part of the organization because he generates suggestions, as well as contributes to their formulation.



- 3. The primary purpose of any objective setting system is to nightight those pertinent goals that must be accomplished if expected results are to be achieved. The objective-setting approach aimed toward the individual is as important for the iddividual as it is for the organization.
- 4. The MBO process should eliminate overlapping responsibilities and the duplication of efforts and misunderstandings common between staff groups within an organization. This should lead to a potential increase in efficiency.

A Caution

The use of MBO as a tool of management is not easy to implement. It will take one to two years to have it in full operation within the PED. Time must be allowed for staff to write objectives that are measurable. Then they must select a priority of objectives to accomplish. It is necessary to spend the time wisely by only concentrating on those objectives with high priority first and then continue to reassess the objectives and their priority ranking. These activities must take place in consort with other staff at varying levels and the immediate managerial staff member.

Conclusions

It is essential that a continuing planning environment be established and that the Interstate Committee and Planning and Evaluation Division staff continue to provide ideas, concepts, and evaluation for improving the focus and the activities of the PED. Some managers are hesitant to allow all staff to aid in the planning and evaluation processes because of a variety of value judgments. However, we agree with what Alvin Toffler says in his book, Future Shock, and he makes the point well:

Arguing that planning imposes values on the future, the anti-planners overlook the fact that non-planning does so, too often with far worse consequences.

It must be remembered that management and planning for the PED can only be as <u>functional</u> and <u>valid</u> as the staff will allow it to be. The value of the planning process is people and interaction of people over material products.

MBO can work and will work but it must be worked out continually.

CONCLUDING STATEMENT

The consultants on this project entered into a contract with the Department of Education agreeing to fulfill a number of goals and objectives. In summary form, these were as follows:

- 1. Prepare job descriptions for Planning and Evaluation Division staff. This objective was completed and is reviewed on pages 10-11 of this Final Report.
- 2. Design a model for the Planning and Evaluation Division depicting line and staff organization in relation to the Department of Education structure. This objective was met and is summarized on pages 12-13 of this Final Report.
- 3. Review and revise present statement of functions, goals and objectives for the Planning and Evaluation Division as developed by the Interstate Project Committee. Those objectives were realized and are presented on pages 3-8 of this Final Report.
- 4. Develop and implement in-service training for Interstate Project Committee and relevant staff members of the Department of Education as identified by Project Committee to:
 - Improve capabilities in writing performance objectives.
 - b. Develop basic accountability skills.
 - c. Learn self-evaluation techniques.

All of these objectives have been reached and are summarized on pages 15-19 of this Final Report.

- 5. Assist in developing a Management by Objective System for the Planning and Evaluation Division. This objective was completed and is reviewed on pages 20-27 of this Final Report.
- 6. Develop an instrument to gather data from Department of Education personnel and selected District school personnel concerning their opinions on the role of the Planning and Evaluation Division. In pursuing this objective two instruments were devised, rather than one. The device most relevant to the specified goal was a 20-item instrument reproduced in this Final Report on pages 31-35. It takes up 20 different proposed tasks and responsibilities of the new Division of Planning and Evaluation and reports the number of teachers, supervisors and



administrators who judged that task as "important" and, additionally, notes the "priority rank" that each group assigned to that task.

The second instrument designed to generate collateral information on this last objective was a List of Assessment and Accountability Data: 1972 which has been reproduced in this Final Report on pages 36-46.

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ATTACHMENTS



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DEVELOPMENT OF CURRICULUM MATERIALS AT ALL GRADE LEVELS

TEACHERS	SUPERVISORS	ADMINISTRATORS
(N = 40)	(N = 13)	(N = 31)
Important Task: 32 Priority Rank: 1	Important Task: 9 Priority Rank: 2	Important Task: 17 Priority Rank: 8

ITEM #2

EVALUATION OF PROGRAM ACTIVITIES AT INDIVIDUAL SCHOOLS

TEACHERS	SUPERVISORS	ADMINISTRATORS
(N = 40)	(N = 13)	(N = 31)
Important Task: 17 Priority Rank: 10	Important Task: 4 Priority Rank: 7	Important Task: 17 Priority Rank: 8

ITEM #3

DEVELOP AND DISSEMINATE PERTINENT INFORMATION CONCERNING EDUCATIONAL PROBLEMS AND INNOVATIONS

TEACHERS	SUPERVISORS	ADMINISTRATORS
(N = 40)	(N = 13)	(N 7 31)
Important Task: 28 Priority Rank: 3	Important Task: 9 Priority Rank: 2	Important Task: 24 Priority Rank: 2

ITEM #4

CONTRIBUTE TO THE ACMIEVEMENT OF THE GOALS AND ODJECTIVES OF PUBLIC EDUCATION IN THE VIRGIN ISLANDS THROUGH THE IDENTIFICATION AND STUDY OF RELEVANT EDUCATIONAL NEEDS, ISSUES AND PROBLEMS

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TEACHERS	SUPERVISORS	ADMINISTRATORS
(N = 40)	(N = 13)	(N = 31)
Important Task: 32 Priority Rank: 1	Important Task: 10 Priority Rank: 1	Important Task: 26 Priority Rank: 1

ASSESS THE EFFECTIVENESS OF THE VIRGIN ISLANDS EDUCATION PROGRAM.

IN PREPARING HIGH SCHOOL GRADUATES FOR ENTRY INTO THE

JOB MARKET, I.E., THE WORLD OF WORK

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TEACHERS	SUPERVISORS	ADMINISTRATORS
(N = 40)	(N = 13)	(N = 31)
Important Task: 32 Priority Rank: 1	Important Task: 9 Priority Rank: 2	Important Task: 23 Priority Rank: 3

ITEM #6

STUDY CURRICULUM PROBLEMS AND PREPARE CURRICULUM MATERIALS IN COORDINATION WITH LOCAL SCHOOLS

TEACHERS		SUPERVISORS	ADMINISTRATORS
(N = 40)		(N = 13)	(N = 31)
Important Task: Priority Rank:	32	Important Task: 8 Priority Rank: 3	Important Task: 19 Priority Rank: 6

ITEM #7

RENDER LEADERSHIP AND CONSULTANT SERVICES IN PLANNING, CONDUCTING SEMINARS, WORKSHOPS, AND INSTITUTES TO DISSEMINATE AND APPLY RESEARCH BASED RECOMMENDATIONS FOR THE IMPROVEMENT OF INSTRUCTION AND PROGRAMS

Important Task: 30 Priority Rank: 2	Important Task: 9 Priority Rank: 2	Important Task: 23 Priority Rank: 3
(N = 40)	(N = 13)	(N = 31)
TEACHERS	SUPERVISORS	ADMINISTRATORS

ITEM #8

PROVIDE ASSISTANCE IN PROGRAM-IMPLEMENTATION AND EVALUATION

TEACHERS	SUPERVISORS	ADMINISTRATORS
(N = 40)	(N = 13)	(N = 31)
Important Task: 21 ERICORITY Rank: 6	Important Task: 8 Priority Rank: 3	Important Task: 19 Priority Rank: 6

TEACHERS SUPERVISORS ADMINISTRATORS

(N = 40)

(N = $_{13}$)

Important Task: $_{18}$ Priority Rank: $_{9}$ Important Task: $_{8}$ Important Task: $_{15}$ Priority Rank: $_{10}$

ITEM #10

DEVELOP RESEARCH MODELS ON PROGRAM DEVELOPMENT, MANAGEMENT AND EVALUATION

TEACHERS		SUPERVISORS	ADMINISTRATORS
(N = 40)		(N = 13)	(N = 31)
Important Task: Priority Rank:	10 13	Important Task: 6 Priority Rank: 5	Important Task: 15 Priority Rank: 10

ITEN #11

DEVELOP A SYSTEM FOR DISSEMINATING INFORMATION IN AN EFFICIENT WAY TO ALL EDUCATORS IN THE VIRGIN ISLANDS

TEACHERS	SUPERVISORS	ADMINISTRATORS
(N = 40)	(N = 13)	(N = 31)
Important Task: 32 Priority Rank: 1	Important Task: 5 Priority Rank: 6	Important Task: 23 Priority Rank: 3

ITEM #12

BE A SOURCE OF INFORMATION OF INNOVATIVE PROJECTS: BIBLIOGRAPHY OF NEW BOOKS: AUDIO-VISUAL MATERIALS AND OTHER EDUCATIONAL MATERIALS

TEACHERS	SUPERVISORS	ADMINISTRATORS
(N = 40)	(N = 13)	(N = 31)
Important Task: 30 Priority Rank: 2	Important Task: g Priority Rank: 3	Important Task: 20 Priority Rank: 5

BE A CENTRAL SOURCE OF INFORMATION RELATED TO MUMBER OF STUDENTS IN SCHOOL AND THEIR CHARACTERISTICS

Committee of the Commit		Control of the Carlot of the C
, TEACHERS	SUPERVISORS	ADMINISTRATORS
(N = 40)	(N = 13)	(N = 31)
Important Task: 18 Priority Rank: 9	Important Task: 6 Priority Rank: 5	Important Task: 14 Priority Rank: 11

- ITEM #14

BE A CENTRAL SOURCE OF INFORMATION FOR GENERAL CHARACTERISTICS OF TEACHING AND ADMINISTRATIVE STAFF AT EACH LEVEL OF EDUCATION

TEACHERS	SUPERVISORS	ADMINISTRATORS
(N = 40)	(N = 13)	(N = 31)
Important Task: 14 Priority Rank: 12	Important Task: 4 Priority Rank: 7	Important Task: 20 Priority Rank: 5

ITEM #15

MARSHALL ALL APPLICABLE INFORMATION BEARING ON THE NEED (IF ANY)
TO REORGANIZE THE DEPARTMENT OF EDUCATION TOGETHER WITH
ALTERNATE ORGANIZATIONAL MODELS

TEACHERS	SUPERVISORS	ADMINISTRATORS
(N = 40)	(N - 13)	(N = 31)
Important Task: 19 Priority Rank: 8	Important Task: 7 Priority Rank: 4	Important Task: 16 Priority Rank: 9

ITEM #16

PREPARE A COMPREHENSIVE ANALYSIS OF ALL RELEVANT CHARACTERISTICS OF ALIEN CHILDREN

TEACHERS	SUPERVISORS	ADMINISTRATORS
(N = 40)	(N = 13)	(N = 31)
Important Task: 15 Priority Rank: 11	Important Task: 4 Priority Rank: 7	Important Task: 17 Priority Rank: 8

STUDY THE PROBLEMS ASSOCIATED WITH DEPARTMENTAL COMMUNICATION AND RECOMMEND SPECIFIC PROCEDURES FOR ITS IMPLEMENTATION

TEACHER		
TEACHERS	SUPERVISORS	ADMINISTRATORS
$(N = 40^{\circ})$	(N = 13')	(N = 31)
Important Task: 22 Priority Rank: 5	Important Task: 9 Priority Rank: 2	Important Task: 19 Priority Rank: 6

ITEM #18

PROVIDE A CONTINUOUS EFFORT TO ASSESSING EDUCATIONAL REQUIREMENTS FOR VIRGIN ISLANDS STUDENTS

TEACHERS	SUPERVISORS	ADMINISTRATORS
(N = 40)	(N = 13)	(N = 31)
Important Task: 28 Priority Rank: 3	<pre>Important Task: 7 Priority Rank: 4</pre>	Important Task: 18 Priority Rank: 7

ITEM #19

DESIGN AND TEST EVALUATION INSTRUMENTS TO BE USED IN EDUCATION PROGRAMS

TEACHERS	SUPERVISORS	ADMINISTRATORS	
(N = 40)	(N = 13)	(N = 31)	
Important Task: 25 Priority Rank: 4	Important Task: 6. Priority Rank: 5	Important Task: 22- Priority Rank: 4	

ITEM #20

DESIGN AN EFFECTIVE EVALUATION GUIDE FOR TEACHERS

TEACHERS	SUPERVISORS	ADMINISTRATORS
(N = 40)	(N = 13)	(N = 31)
Important Task: 20 Priority Rank: 7	Important Task: 6 Priority Rank: 5	Important Task: 16 Priority Rank: 9



	On Hand	Available	Not Available
Physical Education		>	}
Science	1	>	
Social Studies	1	>	
Industrial Arts		>	
Home Economics		<u> </u>	
Business Education		>	1
Agriculture		>	
Trade & Industrial Education		\	1
Technical Education		\	1
Miscellaneous Course Offerings	1	>	
Schools - Pupils		·	
Average daily attendance, Virgin Islands Schools for the School Year 1972-73		-	1
Virgin Islands schools: St. Croix, Disposition of Graded Pupils - End of School Year 1971-72	>		
Virgin Islands Schools: St. John, Disposition of Graded Pupils - End of School Year 1971-72	>		
Virgin Islands Schools: St. Thomas, Disposition of Graded Pupils - End of School Year 1971-72	\	į	1

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On Hand

Alien (Grades 1-12) Student Performance

St. Croix St. John

Thomas

Private School (Grades 1-12) Student Performance

St. Croix St. John St. Thomas

Public Post-High School Student Performance

Croix

John Thomas St.

Private Post-High School Student Performance

Croix St.

John Thomas St. Characteristic Promotion Rates for Public School Students, Virgin Islands Elementary and Secondary Schools 1971-72

St. Croix St. John St. Thomas

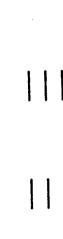
Education Secondary Programs in Virgin Islands Follow-up of Enrollees in Preparatory Vocational Thomas St. Croix St. John

Available Available

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St. Croix St. John St. Thomas	Title I Summary, 1972	In-Service Programs under Fiscal Year 1972 Title I ESEA	Title I ESEA Regular School Term Programs	St. Croix St. John St. Thomas	Number of Students in Virgin Islands Schools Participating in Fiscal Year 1972	Title I ESEA Summer School Programs - NOT APPLICABLE

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	Participated
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*Title I funds are exclusively reserved for Teacher Trainees in the College of Vincin Telande



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Funding			
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Summary	St.	st.	Str

*Title I funds are exclusively reserved for Teacher Trainees in the College of

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•••	, 1972
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Special Edu	Fiscal Y

Existing Special Education Programs for Children in the Early School Years (1-3), Virgin

Existing Special Education Programs for Children in the Middle School Years (4-6), Virgin Islands, 1971-72

Summary of Secondary Public Schools Both Under and Not Under NDEA Title V-A, 1972

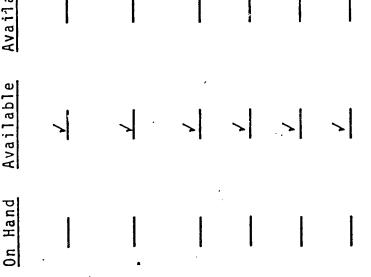
Elementary Public Schools Both Under and Not Under NDEA

Secondary Public Schools Both Under and Not Under NDEA Services Offered in Virgin Islands, Year ended June 30, 1972 Guidance Fiscal

Staff

Number of Certificated Personnel in Virgin Islands Public Schools by Major Assignment, October 1971, Elementary Teachers (K-6)

Thomas Croix John s st.





Number of Certified Personnel in Virgin Islands Public Schools by Major Assignment, October 1971, Secondary Teachers (7-12)

Thomas St. Croix St. John St. Thoma Croix

Number of Certified Personnel in Virgin Islands Public Schools by Major Assignment, October Teachers 1971, Vocational

St. Croix St. John St. Thomas

Number of Certificated Personnel in Virgin Islands Public Schools by Major Assignment, October 1971, Total Teaching Personnel

Number of Certified Personnel in Virgin Islands Public Schools by Major Assignment, October 1971, Non-teaching Personnel

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Educational Ratios (Rounded to nearest whole number)

John Thomas St. Croix St. John St. Thomas

ERIC PROVIDENCE PROVIDENCE OF PRICE

On Hand Available Available

New Teachers, Virgin Islands Public Schools, September 1972

St. Croix' St. John St. Thomas Virgin Islands Teacher Supply and Demand: 1971-72 Summary

Basic Salary Schedule Structure 1971-72, Virgin Islands Schools Saleries of Certified Personnel, Virgin Islands Public Schools as Reported October 1971-72

Salaries of Non-certified Personnel, Virgin Islands Public Schools, for the School Year 1971-72 Virgin Islands Schools having five teachers or less, 1972*

St. Croix St. John St. Thomas

5. Finance

Summary of Receipts, Virgin Islands School Districts, except Insurance Fund Receipts for the School Year 1971-72 Summary of Receipts, School District Sources, Virgin Islands Schools by Island except Insurance Fund Receipts for the School Year 1971-72

*All public schools have more than five teachers.

 Summary of Receipts, Federal Sources, Virgin Islands School District, Except Insurance Fu**nd** Receipts for the School Year 1971-72

ERIC

Summary of Receipts, Title III, Civil Defense, Basic Adult Education, MDTA, E.O.A., Virgin Islands Schools by Island, Except Insurance Fund Receipts for the School Year 1971-72 Summary of Receipts, Total from State, County, School District, and Federal, except Insurance Fund Receipts for the School Year 1971-72 General Fund Expenditures, by Expenditure Category, Virgin Islands Public Schools, for the School Year 1971-72 General Fund Expenditures, by Selected Expenditure Category, Virgin Islands Public Schools, for the School Year 1971-72

Assessed Valuation per Pupil 1971-72

Facility . 9

General Purpose Classrooms by Island School District 1972

Croix John st. St. St.

Thomas

Special Purpose Classrooms by Island School District 1972

St. Croix

Available No.

> Available On Hand

> > Audio-Visual Equipment Available in Schools

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Croix Jo48 st. st.

Thomas

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Staffing Information from Non-public School System in Virgin Islands 1971-72 School Year

List of Licensed Private Schools

Current Listing of Schools Approved for GI Bill Training in Virgin Islands

.... | Information about Non-public Schools in Virgin Islands for the School Year I971-72

General Adult Education

Croix st. st.

John Thomas St. Enrollment in Vocational-Technical Programs Above High School by Island, June 30, 1972

St. Croix St. John St. Thomas

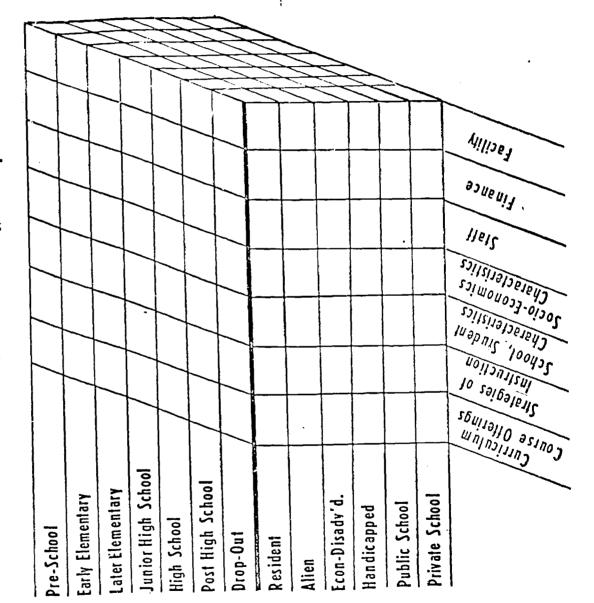
Thomas

Public School Continuing Education Programs for the Year Ending June 30, 1972

Croix John st. St.

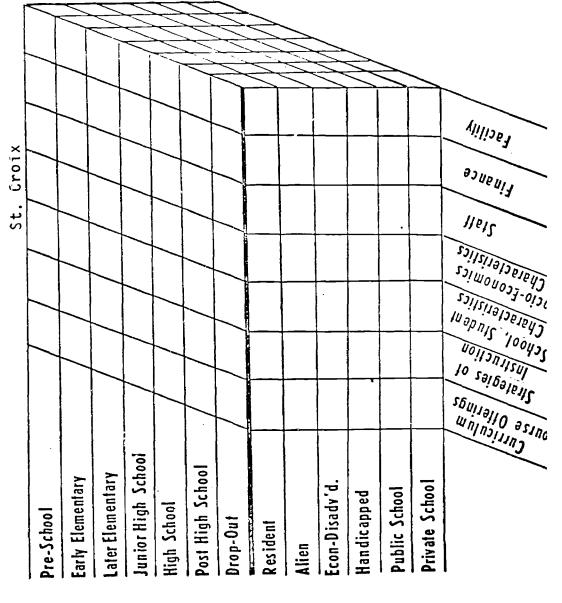
Thomas

Island-Wide Educational Assessment and Accountability Model





Island-Wide Educational Assessment and Accountability Model





Island-Wide Educational Assessment and Accountability Model

			•	St. TI	Thomas				
Pre-School									
Early Elementary					/	/			\leq
Later Elementary		/	/		/	//			\leq
Junior High School									\leq
High School									\leq
Post High School					/	/			\leq
Drop-Out	/ /							\leq	\Rightarrow
Resident								\leq	_
Alien							\geq	\geq	
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Handicapped		-					\lesssim		
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Island-Wide Educational Assessment and Accountability Model

